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ABSTRACT

This booklet contains five papers which examine the activities, successes, and pitfalls encountered by educators who are introducing accountability techniques into instructional programs where they did not exist in the past. The papers are based on actual programs and offer possible solutions in the areas considered, which are 1) performance contracting, 2) individualized performance-based teacher education programs, and 3) educational management systems. The papers are 1) "The Educational Management System," by Dr. George L. Caldwell, superintendent of the San Bernardino City Unified School District; 2) "The Texarkana Dropout Prevention Program," by the director, Martin Filogamo; 3) "The Grand Rapids Performance Contracting Program," by the director, Joan Webster; 4) "Elementary Level Individualized Performance-Based Program," by Douglas H. Stellner and John Carter of the Vallejo City Unified School District; and 5) "The College Level WILKIT Program at Weber State College," by the director, Dr. Blaine P. Parkinson. (MBM)

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Introduction

In the education profession, the concept of "accountability" remains very much on the scene. Since the beginning of the seventies, many techniques have been introduced into public education and teacher training institutions. Several of these techniques have met with varying degrees of success. The trend toward accountability appears to be of practical use to educators, but it is not without limitations and pitfalls. The greatest of these appears to be the reluctance of educators to make some form of commitment to a set of objective criteria to accomplish in an instructional program. This emphasis on accountability is many times misinterpreted as a fact-finding process, rather than an attempt to find out how effective our programs are. In most instances, the common question arises, "How do educators introduce accountability into instructional programs where it did not exist in the past?"

As a part of the May, 1971, Annual Accountability Institute conducted by EPIC Diversified Systems Corporation in Tucson, Arizona, several educators who are implementing some of the accountability techniques were invited to present their activities, successes, and pitfalls. This booklet includes the presentations of five of these educators in the areas of:

1. Performance Contracting
2. Individualized Performance-Based Teacher Education Programs
3. Educational Management Systems

Their presentations are based on actual programs implemented at their respective levels. They describe the highlights of their accomplishments and their pitfalls. The educators also offer possible solutions to these particular areas of accountability.

1

The Educational Management System

DR. GEORGE L. CALDWELL, SUPERINTENDENT
SAN BERNARDINO CITY UNIFIED SCHOOL DISTRICT
SAN BERNARDINO, CALIFORNIA

I am a new superintendent. I have only been on the job in San Bernardino since July 1, 1970. Our educational management system, as we call it in San Bernardino, literally has been off the runway only eight months. I do have some concerns coming to you and talking about an educational management system in a large urban school district. If you have an interest in what we are doing, write to us and we will send you all the paperwork we have. We would appreciate back from you any ideas or criticism you have of the approach we are taking.

The reason for going into an educational management system was prompted primarily by my personal commitment to systems approach to education. I literally ran for superintendent in the district on the basis that we had to make some changes in education. A systematic approach to instruction was, if not a proven means, at least a means that had been applied to any great extent in the past and something that I

thought was worthwile. Of course, I was not dealing in a vacuum on this. Some of you have had the exposure already to PPBS and know what the California system of PPBS is. You may or may not know that we have a Joint Legislative Committee on Educational Goals which has been operating in California. We also have a new state superintendent who ran on the platform of accountability. I am eager to see what he is going to come out with in terms implementing this, because he spoke for accountability; but also against standardized achievement tests or tests of this type. We were deeply involved already in a systematic approach to education and the writing of objectives in our ESEA Title I programs, ESEA Title VII programs, and Vocational Education Act programs. In California, we are required now to use a particular format in our programs for mentally gifted minors. So, we had those external kinds of things there; but really taking on this task, as far as I was concerned, was one of a personal commitment. I did not play "by the book" because the book says when you are a new superintendent, you go out in the bushes for a year and watch what goes on and get the lay of the land and then come back in and get off the ground. We started right from the beginning in July, 1970, to design an educational management system. We determined that it had to be a humanistic type of system.

As a school district, we are very actively opposing the PPBS California-type program because we do not think that its thrust is in the right direction. My background before coming to the superintendency was in business services. My colleagues in that area do not speak to me any more because my protest against PPBS in California is that it is basically an accounting-oriented system. I firmly believe that if there is going to be any value in this particular approach it has to be instructionally-oriented rather than business or accounting-oriented. So, consequently, we buried the business end of it, buried the budgeting end of it. We have tried to approach it from a point of view of instruction being the important thing and that the program budgeting, which as you know has been mandated now in California, will grow from that. I had been in the business end of the game long enough to know that

anyone can sandbag in program budgeting. I know that it is virtually impossible to come up with a cost effectiveness program that has any great meaning to it. I think we may come to this in the future, but I have this strong belief at the present time that program budgeting as it is being designed in California is not going to be able to apply the dollar to what is happening to the youngsters in the classroom.

We designed the program during the summer months. We did this with a great deal of assistance from a man who used to be associated with EPIC here in Tucson who is now assistant in the area of research and development in the school district. We went to our staff in September at a superintendent's meeting just before school started and we threw out our expectancies in this particular area. The expectancies were that every teacher in the school district would become involved in a systematic approach to instruction.

We used really a three-pronged approach in discussing this with the teachers. We said that, in the first place, you know there is such a thing as PPBS and the legislature is very eager to get this thing off the ground. You know that there is a joint legislative committee and that the legislators are going to mandate some kind of a goal system also in California. We took a hard run at whether teachers wanted to believe it or not. The public image of education was bad not only in California but nationally. We said if they did not believe that, they ought to start ringing doorbells up and down their street and asking the question. We also pointed out in that area that we did not believe that the man next door or the man in the legislature was going to be the one who was going to stand up and be counted for education, but it had to happen within our own ranks. That we, as teachers, administrators, and school board members, had to start something about improving the image of education in the eyes of the public. If that happened, then maybe some of these other problems that we have would start solving themselves. Then, of course, we used the third approach (and the only worthwhile one as far as I am concerned) that we definitely believed there is a value to individual teachers approaching instruction in this manner. Nobody is going to turn around the public image of education

other than people in education themselves. Therefore, we must get something going which we can go back to the public and say, "look, here is what we can do and here is the evidence that we are doing it."

We designed our Educational Management System to be a total management system; one of our hangups with PPBS was that we felt it was only a piece of a management system. We defined lines of responsibility. I know these are very cloudy in many, many school districts and we had this cloudiness in my school district. Prior to the Educational Management System, people were making the round trying to find out what they needed to know ahead of time — which office to go to to get the right answer or playing one person against the other. We tried to clean the whole thing up and said that really there were only four important stops along the way in an educational system. They are the student, the teacher, the principal, and the superintendent and that everybody else just existed for the purpose of providing support services to get things happening to kids in the classroom. So, in one action, we just told the principals they had only one boss and that boss happened to be the principal; and we said to the teachers, "your responsibility is really in the classroom with students."

The other portion that we tried to very much emphasize was development. I keep saying I have a neon sign that flashes on and off and says this was entirely developmental. We did not come in and drop any set system on top of anybody. There is no *one* system. There is a process that takes place here — that process is finding out where you are, where you want to go, and making a decision about how you want to get there. Then having some places along the line where you stop and see whether in fact you are still on that same trail.

We took all the fancy labels off the systems approach to education and said to teachers, "as long as you have these ingredients in there, think up your own labels." This was specifically instruction-oriented and we talked about performance of students as far as teachers were concerned. Now, in the system, as I have pointed out, I have responsibility for principals, so every principal in the district did write objec-

tives in terms of his relationship to teachers, not to students. The principal's performance objectives are what is going to happen to teachers, how he is being a resource or how he expects performance or product from teachers. Teachers' objectives or departmental objectives in secondary schools are stated in terms of student performance.

In our overall structure, we have tried to design a system that does take in the community goals and board goals, as well as district objectives, school objectives, individual teacher objectives, and student objectives. We will have some people next year who have gone through the student objectives and are going to send the students home with their objectives to ask their parents for their commitment to work with the student. We think that is one way of completing the loop, because if the parents get involved in stating objectives to work with the students, that is going to get back to the Board of Education ultimately and we will have completed the loop in that particular area. Again, let me say that we are not talking about a year or two-year program. Some of the most optimistic people in our district think we will be there in five years. I keep thinking maybe it will be eight or ten years before we finally get there.

Another hangup I have with some of the powers is that they talk about PPBS happening overnight. It is certainly not that simple a process. I think this whole thing has to come from within. There has to be a value seen by the teacher in participating in this particular kind of a program.

You can go out and mandate these things; I get a lot of pressure right now from our Board of Education and other people in our community to go out and mandate human relations programs. I resist and say that it is not going to do any good to go out and mandate programs, and show the films, and bring in the guest speakers if there is not a commitment and awareness on the part of the teacher that something needs to happen in this particular area. So we are trying to battle it, at least from the point of view that there is a value in many of these things that can be shown to people — and once that value is shown, you are going to get most of them moving. Again, I am not so naive as to recognize that we are

going to get 100%. I do not think we will ever get 100% of our people in San Bernardino writing objectives. In no way do I think we will even get much more than probably six out of ten writing even worthwhile objectives.

Overall structure then does include, as I have mentioned, the umbrella of district-wide goals. In California, we are going to have above that the bigger umbrella of some State-wide goals. Our Board of Education had never officially gone through the process of deciding what are the goals of education in San Bernardino. There was a statement of philosophy and some off-shoots about things that ought to be happening to students, but we felt that rather than starting at the top and stating some district-wide goals and then building under the umbrella to district-wide objectives and then going to schools and then going to teachers — which was the direction that PPBS took in California — we would start down where the action is and ask that teachers develop objectives. We asked teachers to lay out their work plan, state an objective in an acceptable format, develop a monitoring plan, and have a performance review with their principal. Some of the teachers did a fantastic job and some others you wish you could put at the bottom of the waste basket. We were not the least bit critical. We said, okay, great. You have stated an objective, a work plan, let's go through it.

In our district, approximately 95% of our elementary teachers elected to participate in this voluntarily; 100% of our principals. One hundred percent of the people in the central office wrote objectives maybe because the superintendent still has some control over these people. I am amazed that even 50% of the senior high teachers participated. We set a target date of November 1, 1970, and the cries are still being heard around the world about getting that done between the first of September and the first of November. But I took a pretty hard position on this. I said, if we are really going to develop this, let's do it.

Then, in November, 1970, we went back to the Board again, saying that I did not want this to be a top-down kind of thing; asked if it was not about time the Board of Education started talking about what the goals of this community and

Board's goals of education are. We had, for the first time in my life, heard some discussion around the Board table about such things as reading and arithmetic and social studies and attitudes of students and human relations and things of this type. They had some very, very healthy discussions — some arguments back and forth — and then set an interim statement of goals for the district. We sent the goals out to all the business men in the district, PTA groups, to a sampling of parents in the district, to people in the district, to all teachers and so on, and we have been having meetings and discussions and getting communications back as to whether these goals are acceptable or not.

What we intend to do under the goal statements once they are adopted (and we expect the Board to adopt them in June) will be to design district-wide objectives stated in a format that is basically very similar to what you have been hearing here at EPIC. We found out in a hurry when we started talking about district-wide objectives that you do not get away with this business of 60% of the students achieving. You do not get by with 80% or 90%, because the minute you have a percentage we have people in our community who stand up and say, you people are playing the same old game. That 20% is the minority students, the poor white students, or the children who cannot read. I expect it is a non-acceptable kind of objective in virtually any school district if you have some people who have guts enough to stand up and say it. So we are going to say in our district-wide objectives (because I think they have to be saleable to the community) that *all* students will reach a specified level, knowing full well we are probably not going to reach that particular level. We are going to say on a district-wide basis that all students will develop communication skills. Then, on a school-by-school basis, we are going to be talking about certain numbers of students achieving at certain levels and we are going to try and communicate this on the basis that there will be continual improvement in those areas that have priority. That is a tougher sales job, but I think we owe it to the community to have them understand and accept the objectives. I think we have to put those objectives realistically in terms that people

understand and the people will buy. Now, I may not last as superintendent very long, but that is the direction we are going in. Those would be our school-wide objectives and what we have indicated for next year as an expectation is that each elementary school will have a school-wide objective.

Now, again, we are in a developmental stage and in our district we have an elementary curriculum council and a secondary curriculum council composed of principals and teachers. We have asked each of these councils to be the prime agency in developing the district-wide objectives to take back and present to the Board. We have taken the position with the Board of Education that it is their role to set the district-wide goals and that it is our role as their managers to set the objective levels. What we are doing then is involving teachers and principals at these council levels to write the district-wide objectives which we will then bring back to the Board and ask if they are acceptable. If they say no, we will go back to the drawing boards, and try again.

I am very hopeful that we do not get into a position where the Board of Education has to tell us what the priority areas are. I expect that there is a strong feeling right now on our Board of Education that we need to be doing something additional in reading, but I have so far said let's lay back and not blow the whole thing out of the saddle here because we want teachers and principals to be thinking about their own priorities at the present time. There is plenty of time then to say let's emphasize reading this year or let's emphasize human relations this year and so on. I do not think that there is enough time really in the day for every teacher in every school to zero in on every objective that exists in the district. I think that is very unrealistic with the kinds of tools we have to work with now. I also think, for example, that it is unrealistic to emphasize reading on a district-wide basis, because we have some schools up in the foothills where we have an average IQ of 110 where they are doing a great job in terms of comparison to norm and so on in reading and we have some other schools where the average is 2½ years behind the norm. I do not think we need the same reading program. I do not believe we need the same emphasis on reading in these schools. So

what we are trying to do within "decentralization" is to say to each school that they must "do their own thing" and with their community. We are pushing very hard that each school have their own parent advisory group at the school, not the PTA.

The program budgeting we feel is just a subsystem of this overall system and we will come to that within the next year in terms of having an appropriate program budgeting system that does lock into the objectives. We have a managerial concept in our district and we keep saying publicly that every person that is employed in our school district is competent or he would not be employed in the first place. It is the role of the administrators to continuously work to maintain and improve that competency. We say people are capable, we seek involvement of all our people, we like a free and open type of operation, we like to have a lot of flexibility.

There are some other aspects of the management system that are very valuable, for it does clearly draw the line between those people who are support services and those who have a responsibility to make things happen. We work hard at the fact that consultants have no role to play in evaluation; that consultants exist to meet the demands of teachers and principals. If the demand is not there, the consultants and support services will not exist in those particular areas. We have an instrument designed now and we are going out on a sampling basis and ask teachers and principals to evaluate the support services we have in the district. This will serve two purposes I believe. One, it will help us upgrade our support services and it will also help us to eliminate some of those support services which are not acceptable to the user in the field.

The management system, we feel, does a good job of resource identification, both money and staff resources. We think it is a means of getting into performance contracting. We have some teachers this summer who have negotiated with us to do performance contracting internally by using the management system, by stating their objectives, and stating their performance levels. We definitely see this as a vehicle to help us get into differentiated staffing in the district. We are not going to mandate any of these things, but they are

coming from teachers who, as they get into the program and design it, recognize that maybe a differentiated staffing approach is a better process to reach particular objectives.

When we have principals and staffs come in and talk to us about team teaching in ungraded schools, we say what is wrong with the way you are doing it right now. Do not come in and tell us you are going to start an ungraded school or study an ungraded program at an elementary school unless you come in and state some performance objectives and show us how the ungraded school or the team teaching process is going to help achieve better than what we are doing right now. There is no reason to rock the boat if it is not going to show some positive changes. You still hear people in the classrooms continuously saying, "if I only had more money or if I only had a smaller class size." Those are not acceptable justifications to me. More money to do what; smaller class size to do what? I think part of why we are suffering in the public eye is because we still continuously put the hand out and say if we only had more money we could do a better job. People do not believe that any more.

The educational management system being developed by the San Bernardino City Unified School District is designed to aid teachers and administrators in identifying and responding to student needs. It recognizes that student needs vary from time to time and place to place. There is no single instructional program which can meet the needs of all students at all times. Rather, it is important to remain constantly alert to changes in student needs and the accompanying need for revision and alteration in instructional programs. An effective educational management system focuses on student needs and enhances the capacity of the organization to respond to these needs. In responding to the needs of students, the teachers can use the Educational Management System to communicate classroom needs and expectations to principals. Similarly, principals can use the Educational Management System to convey building needs and expectations to the principal. We expect teachers and principals to mutually agree on objectives. Some of the most positive feedback I

have had this year is from teachers who say for the first time in their life the principal is sitting down with them and talking about instruction instead of proper room ventilation, changing the tack-board display every two weeks, or having the chairs in a nice straight line. A lot of it still exists in our district; in our so-called observation summaries that are very much directed not toward what is happening to students but toward the principal's impression of what the teacher is doing. The poor teacher is trying to role-play to the principal's expectations when she does not know what the principal's expectations really are.

We talk about *mission,* and the question we ask on that is, "If I were not here, what would not happen?" We try to get people to think about their missions as a principal, a dean, a counselor, or a teacher.

In the areas of *performance,* "What are some areas where I perform essential tasks?" It is in this area I think we will get back to some analysis of function and roles people play. We very seriously want to have teachers define just what they do. We keep saying a teacher manages a classroom. Now what do we mean by managing a classroom?

The third area, identifying key results, is our word for needs assessment basically.

In the fourth area, determining performance indicators, we ask, "When the key result is accomplished, what sorts of things should I be able to observe?"

Then, in the fifth area, we get into statement of objectives. What do *you* want them to be able to do at the end of the program, or what are the consumer's requirements?

Sixth, the development of the work plan and, within the work plan, the monitoring system. This would include the sequence of activities, what I will have to go through to reach the objective, and when the data will be collected.

The last step is the performance review, which includes implications of the data for key results; what resources are needed? How can my supervisor help? What should be the priorities for next year? And what action should be taken? In our performance review which takes place on through the

year, we keep asking what kind of evidence you have that these things are happening. In the area of mission, we say this is the person's essential contribution to the organization.

In the areas of performance, we identify the categories of activities for which one is responsible. Where do I perform? Where should I be performing as a dean or as a director of a specific program or as a classroom teacher? In the key results areas, the intended accomplishments of highest priority are usually a demonstrable change in skills, knowledge or appreciations, and to identify an intended change in behavior. What do you want them to be able to do at the end of the program?

Next in the area of performance indicators is the kind of evidence to be used in demonstrating the accomplishment identified in a key result area focusing on the key result: improved understanding of how our society operates and how to operate within the system. Some appropriate performance indicators might be the preparation of a notebook with research on at least two vocations or student planning of class schedules. Focusing on another key result: increased skill in paragraph comprehension. A performance indicator could be a Stanford Achievement Test, or paragraph comprehension teacher-made test. An example of our objectives would be:

> "Students will apply principles of set theory in solving additional problems by December 15, 1970, as measured by 70% of the children responding correctly to 80% of the items on the teacher-constructed pencil and paper test."

The development of the work plan and monitoring system contain the sequence of activities necessary to achieve the objective including, first, the identification of required resources and, second, milestones for collecting evidence to reflect interim progress toward objectives. I have had a lot of feedback from teachers saying that the most valuable part of what they have done is it has forced them to lay out a work plan with some dates and then to go back and check themselves; which they see as a much greater value than the more

common type of lesson plan that principals have for years required teachers to do. The performance review is a time for the principal to discover how he can help teachers reach their objectives. A conference for reaching agreement regarding needs and expectations, assuring of accountability, a comparison of factual with intended results followed by identification of how the principal can help the teacher, and a time for setting new priorities is held.

Let me conclude with some of the advantages I think we have seen this year in the use of this particular system. We have seen a great advantage in the use of this as an evaluation technique. I personally have met with each one of our sixty principals three times this year. I met with them early, nose-to-nose, shortly after the first of November and we discussed the objectives they had set up to implement with their teachers. Starting early in February and during the months of February and March, I went out to each school and spent an hour and a half to two hours with each principal reviewing their Educational Management System at the school. We went through and looked at their evidence and I asked the question, "how can I help you do a better job in the school?" Then here at the end of the year, mainly because I ran out of time, instead of going individually, I have had meetings of four or five principals and myself discussing and sharing their educational management system, discussing the pitfalls and what was good about their particular systems and what did others do in this particular area. So, it has been a good evaluation instrument for me and I have had good feedback from the principals. I mentioned a little earlier that I have had teachers who have said this has been the first time many of them have ever had the chance to sit down with their principal and talk about instruction and principals have done this many, many times this year with their teachers. They bring them in and talk about the objectives rather than the color of paper on the tackboard.

We have some real hangups and foresee problems in terms of determining whether or not an objective is, in fact, "a worthwhile objective." If that is going to be a measure of accountability and a means of measuring for evaluation, how

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do you decide that is really what ought to happen for that particular mix of students in that school? We are still wrestling with a good means of measurement. At the present time, of course, we have some mandated standardized achievement tests in California. We again are trying to show that we can make improvement even based on the use of standard achievement tests. But, we are hustling as fast as we can to get as many criterion-referenced tests developed in the district.

We have used EPIC as an auditing firm for our ESEA Title I project. We are the only school district in California that is having ESEA Title I educationally audit. We have gained a considerable amount from EPIC in terms of their relationship with our teachers and principals. We told the principals and teachers to ask the auditor all the stupid questions in order to help gain a better understanding of the management system and the writing of objectives. We think the audit is valuable to us as a learning situation. It is extremely valuable to those who are non-accepting, because you know the people in the community with whom I feel we have the least credibility are those whose youngsters are involved in the compensatory education programs. You can say that it is public relations activity, but at least we are going to be able to say here is somebody from the outside who came in and looked at our program. If they say it is bad, then we will have to buy that and improve it. If they say it is reasonably good, when you come in with your criticism, we will sit down and talk about where somebody else at least says we are doing a reasonably good job in these particular areas.

I think I have already mentioned that the time involvement in this whole program is extremely frustrating to teachers and to me. Particularly when we deal with some people from the U. S. Office of Education who say that because of the fact so much money has been spent on planning so far without any significant implementation of programs, Federal money is not going to be available for planning — you are going to have to do your own planning, then come and get money for implementation. That is a hurdle, but we think we have some alternative solutions. It is going to be a major

hurdle in moving our management system ahead at any reasonable pace. The solution is free-up time of the experts, the teachers in the classroom, and the administrators, to become involved in program development. If we had the resources really to get some planning done right now I am sure we would move a lot faster.

Another problem I think we foresee in the future is going to be the one I have already mentioned to you of relating the district-wide objectives for all students.

In conclusion let me say that we do have a five-year plan in San Bernardino to the extent that we have done some comprehensive planning within the management system ourselves and have implemented a systematic approach as to where we are and where we ought to be.

Performance Contracting 2

TEXARKANA DROPOUT PREVENTION PROGRAM

MARTIN FILOGAMO, DIRECTOR
TEXARKANA, ARKANSAS

A lot of people have asked the question, "Why was Texarkana chosen to be the site of the first performance contract?" Well, it really was not anything magical. Texarkana's Dropout Prevention Program is an ESEA Title VIII program. Texarkana does not have an outstanding dropout problem. I believe the dropout rate when we started the program was about 15–17%, and I do not know how this reflects nationally; but I know that other districts have a more severe problem. With the help of Model Cities, a management support group man by the name of Charles Blaschke originated the idea of performance contract using private industry in Texarkana. In September of 1969, the combined School Boards of Texarkana (Arkansas) and Liberty Eylau (Texas) selected a contractor. They had many companies from which to choose: Radio Corporation of America, Educational Development Laboratories, Science Research Association, Westinghouse, Dorsett Educational Systems, Learning Foundations, Edcon, and Interactive Learning Systems of Boston (Massachusetts). It was a very difficult task to select a contractor from this array of fine companies.

The most important thing that we wanted in Texarkana was a company which was technically sound. We wanted a program that would be easily accepted by the community, because Texarkana is rather conservative. We were also interested in getting a program that would be easily implemented into the Texarkana schools because our long-range goal was to improve the quality of instruction. We gave this between 35% and 40% weight. We were also thinking about price. We had $250,000 to operate a program under ESEA Title VIII and we wanted to help as many youngsters as possible in grades seven through twelve. We decided to use reading and mathematics as the two areas of concern. We gave 35–40% weight to the price. We were looking for a company that was willing to come in and gamble. Since this was the first performance contract, many companies were, in fact, willing to gamble and were willing to lose quite a bit of money in order to establish this concept. We were also looking for corporate commitment. We also looked at things like past performance and personnel. Bearing this in mind, the combined School Boards selected the Dorsett Educational Systems of Norman, Oklahoma, to operate our program.

We dealt with youngsters in grades seven through twelve. Because of the very nature of the ESEA Title VIII legislation, Congress wanted to see results. They wanted to see actual figures on the reduction of dropouts. So we had to start where the dropouts really were.

On October 15, 1969, the Dorsett Educational Systems opened the Rapid Learning Centers in Texarkana, Arkansas, and Texarkana, Texas. Originally, the enrollment was approximately 150 youngsters who were two grade levels or more behind in mathematics and/or reading as reflected by national norm standardized tests. We used the Iowa Test of Basic Skills in Arkansas and SRA Achievement Tests in Liberty Eylau, Texas. We also were looking at IQ — we limited the IQ's to around 70. This was one of the inadequacies in our program since we used a standardized test IQ such as Lorge-Thorndike which told us if a youngster cannot read he cannot do this anyway. Fortunately, we have moved away from this and we are trying to use the Slawson Test, which is easy to

administer, inexpensive, and tells you about the same story.

The typical youngster attends the Learning Center for two periods. He was usually taken out of his regular mathematics class and put into the Learning Center for mathematics. He remained on the bell schedule, which was approximately fifty-five minutes. If he was taken out of his English class or Reading class, whichever happened to be the case, and put into the Center for reading, he was in for the two periods. Sometimes we took them out of study hall. In some cases, with a doctor's excuse, the youngsters were taken out of Physical Education. The typical youngster attended the class, came into the Center, and punched in and out with a time clock. This served many purposes. First, we felt it would be good to introduce them to a time clock; they would see how maybe their father or mother punched in and they would be doing the same thing. Second, it gave us a good attendance check. Third, we were able to ascertain the number of minutes the youngster participated in each program.

In Phase I, which was the first year of the program, the Dorsett Educational Systems used primarily the teaching machine M86, which was manufactured by them with programmed, self-instructional material consisting of film strip and a record that were synchronized. The youngsters participated in these programs as they were listed. They could ascertain the progress since most of the programs were in some sort of sequential order. So, if a youngster took lesson 4B, he naturally assumed that lesson 4C would follow. As the youngsters came into the Center they went to their individual folders and received the instructions for the day. The Center was staffed by one certified teacher and one para-professional for each sixteen students. We tried to arrange the Centers so no one would be looking over someone else's shoulder.

Once a youngster completed a program (which took about twenty minutes), the instructional material of the Dorsett program was synchronized with buttons to be advanced if they pressed the correct button. If an incorrect response was given, the program stopped. This was one of the inadequacies in the program in that the program stopped and did not say anything so the youngster naturally assumed that he was

wrong. If he was industrious enough, he would try to flip the machine back and find out what happened. If he was not, he would just press another button and if it did not move, he would press another until it would move. In order to compensate for this inadequacy, the progress checks were given immediately upon completion of a program. If a progress check was taken and if a grade of 80% or better was not achieved, then the youngster was not able to continue on in the cycle. If he did make 80% or above, then he entered into one of the most controversial parts of our program called contingency management.

When I started in the program, I knew what contingency was and I knew what management was; but I did not know what they meant together. I was soon to find out. If a youngster made 80% or above, his first reward was S & H green stamps. As I have made these presentations throughout the country, when I mentioned S & H green stamps, I always got four or five snickers from the audience. However, the stamps did turn the youngsters on because it was a novelty. Some of the girls wanted to get hair driers, so they set their goal. Most of the boys, after two or three or four months of S & H green stamps, threw them in the wastebasket or gave them to the girls. But you know, if industry can give S & H green stamps as an incentive, I wonder why the schools cannot. I know that if a first grade teacher gives a gold star to a youngster for completing a successfull assignment, I am not sure there is very much difference between S & H green stamps. I do not know whether it should be S & H green stamps, a hamburger, or a pat on the back. It is our responsibility to inspire these youngsters and, much to my chagrin, the instructional material that most of us use certainly would not be conducive to inspiring. I do not know whether we can justify contingency management in that area. Contingency management, as I say, could be many, many things; but whatever it takes, I hope we will do it.

As tests were given (and this is history now), many of the people on the ESEA Title VIII staff evaluated them and discovered that there were too many actual test items in the instructional program to be very beneficial to the youngsters

as far as learning is concerned. In other words, we felt that Dorsett was teaching the test rather than "teaching to the test."

The Iowa Test of Basic Skills was used which tests knowledge of Roman numerals. I am not too sure that a potential dropout needs to know anything about Roman numerals. But they had to teach the Roman numerals because they knew the students would be confronted with Roman numerals on the test. Because of this, the evaluator and the auditor decided that they were not able to measure the test results since the contamination could not be traced as to when it started. Then, all the results were left out in the cold. This does not mean that there was not any achievement; because upon visiting the Center many times, you could tell that the youngsters were learning. Because many of the youngsters, instead of accepting rewards such as free time to listen to records or to play checkers or to read magazines were telling the teachers, "Please don't bother me right now. I'm going through this program and when I get through with this program I'd like you to give me another one." When you get this type of reaction, you know that something is going on.

Well, at the end of the first year we were confronted with either dropping out of the program or continuing with another contractor. We decided to go on with another contractor, so we went through the Request for Proposal bit again and the School Board selected EDL (Educational Development Laboratories), a division of McGraw-Hill. Their program is intensive and uses one teacher and one para-professional. EDL increased the class load to twenty students, and is operating on a point system. They guarantee for about 130 days of instruction a 1.0 to 1.9 grade level increase. If a youngster fits into this guarantee, 75% of the payment would be on a norm-reference test and they would receive about $33. Twenty-five percent of the payment would be from a criterion-referenced test. A criterion-referenced test, as you have read in the last few months, is just a glorified name for a teacher-made test except that it may be a little more sophisticated. Our criterion-referenced tests were based upon EDL's objectives. For each cycle of learning, EDL has objectives. We have asked the

company to submit a pool of five times as many items as we will need in math and reading. From this pool of five times as many as we need, the evaluators randomly select one out of five.

We did give a test on May 4 and 5, 1971, and, although the final results are not in and are not verified, they look very good. Last week we gave our test for the 75% payment which was an Iowa Test of Basic Skills Form 5 for the pre-test (and Form 6 for the post-test). These forms are in the norming process and are not available to schools and will not be available until September, 1971.

One of the unique aspects of Phase II of our program is that we have endeavored to turnkey the successful components of Phase I into the regular classrooms of grades seven and eight in mathematics and reading. What we said is that we believe that teaching individuals with individualized instruction is the best way to learn and the best way to teach. So, we took the components of our Phase I which we thought were successful and put them into the turnkey classes. In September, 1970, we started our in-service training with our turnkey teachers. Many of these teachers were very reluctant about going into this. Some of the English teachers said they had never taught reading before and they were afraid. But after much pleading, we got together approximately sixteen to eighteen teachers. They received excellent training for two weeks. The material that was ordered did not come in. You can imagine how the teachers felt when they did not get the material. They said this was just another one of those programs we have heard about that nothing ever comes of it. Finally, the material came in November and the turnkey classes started. The turnkey students were also pre-tested and post-tested, so we are going to take a look at what they have been able to do.

One of the most rewarding things that has happened to me this year is that four or five of the turnkey teachers (in fact, the ones that were most vociferous in their demand not to be turnkey teachers), told me that they thank me for the opportunity of becoming turnkey teachers. They had heard a lot about in-service education, they had heard a lot about

individualized instruction, and they had heard a lot about motivating students. They were able to really implement this and they were able to see these youngsters who were in the turnkey classes. The youngsters in the turnkey classes were the youngsters in the Learning Center last year who were termed successful. I do not know how you can term anyone successful if you say that the results were invalid, but anyway we did. The youngsters who were not successful were placed in the Learning Center again.

What it did show us is that the youngsters who did participate in the turnkey classrooms also participated more in other classrooms, such as social studies, health and science, than ever before. I think as we talked with them we were able to ascertain that the turnkey classes gave them more confidence than they had ever had before because there was not any pressure to learn. We did reduce the dropouts in Phase I from 14% to 8%.

If you direct yourself to the target population of youngsters who were two grade levels below and had an IQ of 75, the dropout rate was about 1.4. We are talking about youngsters who were on the verge of dropping out. They just had not been that successful in school and, in some cases, the teachers wanted to get rid of them. We really do not know what will happen this year as far as achievement. We know that our dropout rate at the end of the semester was less than 2%. There are a lot of youngsters who drop out in the springtime; but hopefully, we will be able to keep the dropout rate down around 5% for our target population students.

We are now entering into Phase III. We are operating a five-year program. Next year we are going into performance contracting once again with EDL. We are going to expand our program with the help of Model Cities and we are going from K-12 with Learning Centers in the elementary schools, and (as they exist now) in the secondary schools. We are really not trying to fool ourselves into thinking people drop out just because they cannot read and write and figure. They drop out for many varied reasons.

Next year, we are going to go into the home a little bit and talk to the parents and get them more involved in the

program. The parents have been involved in the program this year, but not to the extent that we would like to have them. We are also going to try to individualize instruction more and more. This is going to be done through staff training and through the acquisition of materials. We are also thinking about revising the entire curriculum (K-12), with the help of the staff training component. We are also going into the area of vocational education simply because dropout prevention and vocational education go hand-in-hand.

This may be a little too much to bite off; but at least we feel we have our foot in the door because we have the superintendents behind us. The principals are behind us. In two surveys we have taken (one last year and one this year), 86% of the teachers are behind us. We feel that the days have been rocky. This year was much better. Hopefully, next year will be even more significant and it is our hope someday to develop a dropout prevention design that could be used in Seattle, Baltimore, Tucson, or anyplace else. This is one of the hopes of the U.S. Office of Education and the Dropout Program — to have a program that will work and that other school districts can pick up.

GRAND RAPIDS PERFORMANCE CONTRACTING PROGRAM

JOAN WEBSTER, DIRECTOR
GRAND RAPIDS, MICHIGAN

In Grand Rapids, we view performance contracting as being just one step in bringing about accountability by changing strategy, and assessing current programs and needs, then deciding where we go next. Technical assistance is talking about management support systems, getting help in writing Requests for Proposal, using some other people to help you do your thing. In Grand Rapids, we did not bother with a Request for Proposal. We telephoned three companies that were willing to sell us a program and we just went out and bought them. We tend to always put the cart before the horse,

but we have come out all right. We think the Request for Proposal is a dead issue. With forty-seven companies on the market, we think we have developed enough internal sophistication to find a program that met what our needs were and anybody who wants our money can rewrite what they already have. But we do not have the money to hire a management support group. From what we have heard about management support groups, we are not too sure we really want any of them writing our Request for Proposal. That is why I would like to see my district go through the kind of process you have been going through here at EPIC so they would know what performance objectives are. Then, they could probably write their own.

We are also putting in MBO, which is management by objectives in our system. We are starting to direct our administrators to work with PERT charts and critical path movements.

Performance objectives is just the specification of performance objectives in measurable terms. Program budgeting, again, is just PPBS or the allocation of resources in accordance with your program. Performance contracting to us is just measuring outputs instead of inputs. Staff development is the pre-service that the companies give to our staff in-service and the constant monitoring they give to make sure we do not change their program because we (as people in the school system) tend to take the easiest way out. Evaluation is just continuous monitoring, data collection, data analysis, reporting, and dissemination of information. Cost effect of this is really dearest to my heart because I think this is going to be the next important thing to come out of performance contracting when we start taking grade gains that students make and applying a cost factor to them and deciding what are the sensitive trade-off factors. If I put x number of dollars here, will that assure me that I am going to get more grade gains here? We have a research study going on in Grand Rapids now that is trying to identify some of these things. Program auditing we look at as being performance control based on external reviews.

We have three contracts: Alpha Learning Systems, Westinghouse Learning Corporation, and Combined Motivation and

Educational Systems. The Alpha System is the Office of Economic Opportunity program. It is one of the twenty research programs. In this program, we are hampered by a lot of constraints put in by the Federal government; the biggest one being that we have to put first graders in this program. All of the students in our programs are two, three, and four years behind in reading and mathematics. If a first grader comes to your class in September and you look at him and say, "Sweetie, you are two years behind," that could really blow someone's self-concept. So, we feel one of the biggest weaknesses in the Office of Economic Opportunity program is including first and second grade students. We think there should be a preventive program — or just the best teachers in the world in the first grade — and forget a remedial performance contracting program in the first or second grade. The Alpha program has six hundred students from grades one through three and seven through nine, with seven certified teachers and eight para-professionals. The students are taken out of the classroom into a learning center. The Alpha program is all software. Program instruction materials are from some twenty-five different publishers.

The teachers are taught to diagnose the students and prescribe the curriculum that the students are supposed to follow. Our question on this program is, "Are teachers really ready to diagnose the student difficulties after just a two-week pre-service?"

The Westinghouse Learning Corporation, which is now the Learning Unlimited Contract, has 220 students from grades one through six, in two buildings, with two certified teachers and eight para-professionals. This program is what we call midware. There are tape recorders, carpeting, air conditioners; but again, twenty-five different resources to use.

The Combined Motivation and Educational Systems (CMES) program contains 590 students from grades six through nine, four teachers, and eight para-professionals. It is all hardware. They use the System 80 machines, the Huffman machines, the language master, and some others.

The Alpha program was funded by the Office of Economic Opportunity. Westinghouse is funded by a combination of ESEA Title I and local monies and Combined Motivation and

Educational Systems is funded by Model Cities and local monies. Our Model Cities people are quite happy with this program because it is the "tinsel" program and there is a lot of hardware. Well, we are kind of pleased with the program for a different reason; that being we put in fifty special education students who were not identifiable to the contractor. The contractor has not been able to successfully identify all fifty, which makes us wonder how we place students in special education in the first place. In the second place, what are we going to do about it? So, next year we are going to have a performance contract for educationally mentally retarded students. I think we will be using the CMES program with it.

We are sticking with the three companies another year simply because all three have an on-site manager and they are cutting down on our costs. We feel one of the important variables in the programs in our school is to have these on-site managers who are not tied to the school system, but who are responsible for living up to their side of the contract and who make sure the teachers are using the system as it has been designed.

On the Alpha system, the students go through a flow chart. After they are tested and diagnosed by the teachers, they are put through a flow chart which tells them what to do in the workbook and how they are rewarded. If they can achieve at an 80% level, the teacher will give them as a token economy a metal washer which we call a "skin," an acronym for "supplemental knowledge incentive note." The younger children get these washers to wear around their neck on a leather string or to carry in a baby food jar. The only person who is upset with the washers is the man at the local gas station because they fit into his gumball machine and they are worth two-for-a-penny. The younger students get to take these washers to the reinforcing events room and trade them in (with the para-professional) for some game they want to play. It has brought about some interesting kinds of things in that children are learning to add and subtract right there in the room. They will say, "Hey, it takes ten skins for this game. I have two, you have eight; let's put them together and we can play."

This idea of awards was one of the biggest criticisms we had. Were children always going to expect a reward? We find that some children are now saying: "Boy, I just feel so good about myself and what I am doing." Even though they are a ninth grade child working on a fourth grade level, they are placed properly in the materials and they feel good about it. They say, "Okay, teacher, I am going to contract with you. If I work four days in a row for both of my periods (because the junior high students go for two back-to-back periods of fifty-five minutes each), "can I have the fifth day off?" Now this took a little doing to move the school system off dead center on this, but we convinced them by explaining that it is in the contract; that you are going to live up to the proposal Alpha wrote.

That is the heart of one of the problems we are having right now. Nobody ever read the proposal either and we accepted the proposal as Alpha presented it — I am telling you people what to avoid. We accepted the proposal as Alpha wrote it and it is in there that, as well as student incentives, there will be teacher incentives based on the interim performance objective test. And there was a budget in there (i. e., $3,000) for teachers and para-professionals. But nobody saw this on page 92. I thought they all saw it. So, now we have a grievance filed against us by a local union because we let this outside agency pay bonuses to the teachers and we openly and flagrantly violated the K-12 master agreement.

The union is asking for three things. They want the director fired. They want relief paid to the other 1,902 teachers, which would cost about $750,000. They also want Alpha thrown out. Well, obviously, we are not going to lose and neither is the union. Keep watching the newspapers because we are going to take it on in the national interest. We feel very strongly about it. I cannot tell you what we are going to do, but keep reading because we are going to do it.

When the junior high students get into the free room, they can do some unusual kinds of things. They play pool, pinball, dance to the jukebox, drink Coke. The only thing we could not get permission for was to smoke cigarettes. We do have a pool table in there. If we in Grand Rapids had moved

in a pool table, the superintendent would have gotten hung. When the community started screaming about it, we said, "Well, we have a contract. Your advisory committee approved this. So now we have our pool table." But a funny thing happened. The CMES program uses achievement motivation sessions as a reward and they did not have a pool table and you are dealing with the same age group. Some of the children that live in the area where the CMES program is are fostering our illustrious master plan over to another area where the Alpha program is and they get to shoot pool. They go back to their home neighborhoods thinking, "Man, they get to sit and rap with the teacher, they get to shoot pool," so now CMES has a pool table and a pinball machine and some other kinds of things.

I thought you might be interested in what the prices are in the Alpha program. If a student does not achieve one year's grade gain, we do not pay the contractor a thing. If he achieves from one to 1.24 year's gain, we will pay $75; this is per subject. Now we are talking about help with the pre- and post-testing. We are because the Battel Memorial Institute came in to do the Office of Economic Opportunity testing and we are just hopeful we can duplicate the chaos we had in the fall so we have some reliable results. We are doing a cross-evaluation and we did another set of testing with the students in evaluation design and we hope to be able to have some credible measure to be able to determine whether or not the Battel testing was honorable, realistic, valid, reliable. We are concerned with testing, but there really is not any better way. We tested over six thousand students in the district — all of the students in the three programs plus students in the Project Read and in control groups and in traditional remedial reading. This is what we are applying our cost factor to. We want to know what we are spending and what we are getting for our money. The only way we are going to do it is this way.

There may be a lot of people up tight when we are finished. One of the groups, I think, is going to be up tight if I talk about traditional remedial reading at this point in time. We put a half-million dollars into this program; it does not get under way until about the fifteenth of October when the stu-

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dents are identified. Teachers will work with four students for an hour and we really have no measurable gain. Teacher cost here is very high because our very best teachers are in traditional remedial reading. I do not know if it is the district's fault because they do not give the resources to work with. Maybe they do not give them the help in designing good programs, or maybe it is just the way we handle the students. It is a program the students say is for "dumb-dumbs." The students do not like the stigma. Now, in the contract learning program, the students think they are pretty cool to be in it. We had two schools near the Westinghouse schools and, prior to this time, the schools could determine how they wanted to spend their allocations and they always added more para-professionals or another teacher and still no results. This year, these two schools went to their principal and said, "You know, we like that program in the other two schools." We did put it on a non-contract basis. In a way, we are already turnkeying by buying the system. My own opinion on turnkeying at this point in Grand Rapids is that we are not sophisticated enough to do it. We think we have learned a lot, but unless we have this outside catalytic agent, we are going to be back on dead center sooner than we got off from it. We tend to use the easiest way out. We tend to write off students and write off programs, so my recommendation is that we go another year with all three programs.

The Westinghouse program gives their own diagnostic tests to students and then Telex it to Albuquerque. You could buy the system for the Telex machines. They put these modules together. Four million dollars in research went into putting modules together like this and there are just thousands of modules. But if a child should miss two items within a section on the diagnostic test, it means that he needs this kind of thing to work with. When the student gets his module, it says to take the pre-test. This is the same kind of a test a teacher would construct, so it is nothing earth-shaking. It has questions such as: How many dimes equal one dollar? How many nickels equal one quarter? If a child should successfully pass 80–90% of these items, he does not have to work with the module. But if he does not, he works through it and he

goes to number one, and it says "do learning system preparation mathematics money number 1030" (all these books are coded around the room). The child gets the activity sheet and cassette and puts on his earphones and goes to it. When he is finished with this, a para-professional or the teacher will check it. If he achieved a 90% or better he gets the "A." If he did not, he gets an "I" and has to review it. It is initialed by whom it is checked, so the students here can also contract for an activity and go to a free room (they call theirs an activity room) and they get "buzz" breaks. One "buzz" break is five minutes and two "buzz" breaks are ten. Their reward is based simply on achieving an "A" in the lesson.

In the Alpha program, it is based on achievement in terms of learning something and getting a 90% or better score. Our use of contingency management in the Westinghouse program is the form of having a card on top of the student's folder. If the teacher sees them doing something that she approves of she can mark her initials on it. When the child gets forty marks, he can exchange the card for a coupon. The coupon can be exchanged for a taco, a hamburger, a movie, or a bowling game. We have been severely criticized for bribing children, but we do not see anything wrong in that because we feel this way. If you say, "Look now. You study all year long and I will pass you to the third grade," the child will say, "Oh, whoopee. What's so great?" Or if you say, "You work hard for four years in high school and you get to go to college," this student we are dealing with looks at us like "College! Like what is it? That is out of sight for me." But if we can give rewards immediately to children, they are motivated. It works for us. I am not subscribing to it for everyone; it might not work for you.

The Combined Motivation and Educational Systems program deals a lot with achievement motivation. This is because Walt Thomas, who wrote the program, is the ESEA Title III values man. They go through six steps in working with the students in what they call rap sessions. Once a week the students get to sit down with one of the highly-trained teachers and just talk about things that bother them. These youngsters are all thirteen to eighteen. They have some real problems. Nobody ever talks to them. Nobody really relates to

them and nobody cares. But, you get six girls together in a room with their teacher and they start talking like. "You know, I have a problem with my boyfriend. He is walking some other girl home. How do I handle this?" or, "I cannot get a babysitting job. Nobody wants me." or, "They cannot afford me." or, "I do not know how to go about it. What can I do? "Gee, I do not know what I want to do this summer." So, the teacher will talk to the youngsters about these kinds of things. Somebody is finally paying attention to them. They like it. The thing that we feel the most about performance contracting is that it brought about internal reform to our system. It not only made the teachers and the students accountable, it made all of us in middle management and the central office accountable. We have done some pretty rotten things in the past like take a first grade teacher, put her in a room and tell her, "Honey, here are your Dick and Jane books. Now go to it and I will check with you in June when you fill out all your cumulative records," and that is it. Now what we are saying is, "We are going to stop by every week and monitor what you are doing and we are going to help you. If you need anything, come to me."

One thing I saw happen in the Alpha program was that a teacher wanted a book. She was not getting to the youngsters in mathematics and she talked to the contractor about it and two days later she had a different book. When I taught in the first grade and I wanted another book, I would fill out a purchase requisition; it went to the vice-principal, then to the principal, then to the purchasing man, and I do not know how many other people, but I always got a note back saying, "We will order it in March for next year." It did not help the child this year. Now the contractor knows he can make $50 on this student if he really gets through the course. So, he goes out and spends $4.95 and gives the teacher the book and everybody is happy. It has kind of shaken up our school system. I think it is kind of gutsy of our school to go into three contracts, but here was a chance to do something on somebody else's money. Our taxpayers are voting down millage issue after millage issue, and, by the way, this year is the first time in twelve years we passed a seventeen mil issue on the first

ballot. We still cannot believe it either and we only passd it by about 2300 votes, but we passed it. We are kind of excited about it and we think it is because we are doing something in the schools.

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3 Individualized Performance-Based Education Programs

ELEMENTARY LEVEL, VALLEJO, CALIFORNIA

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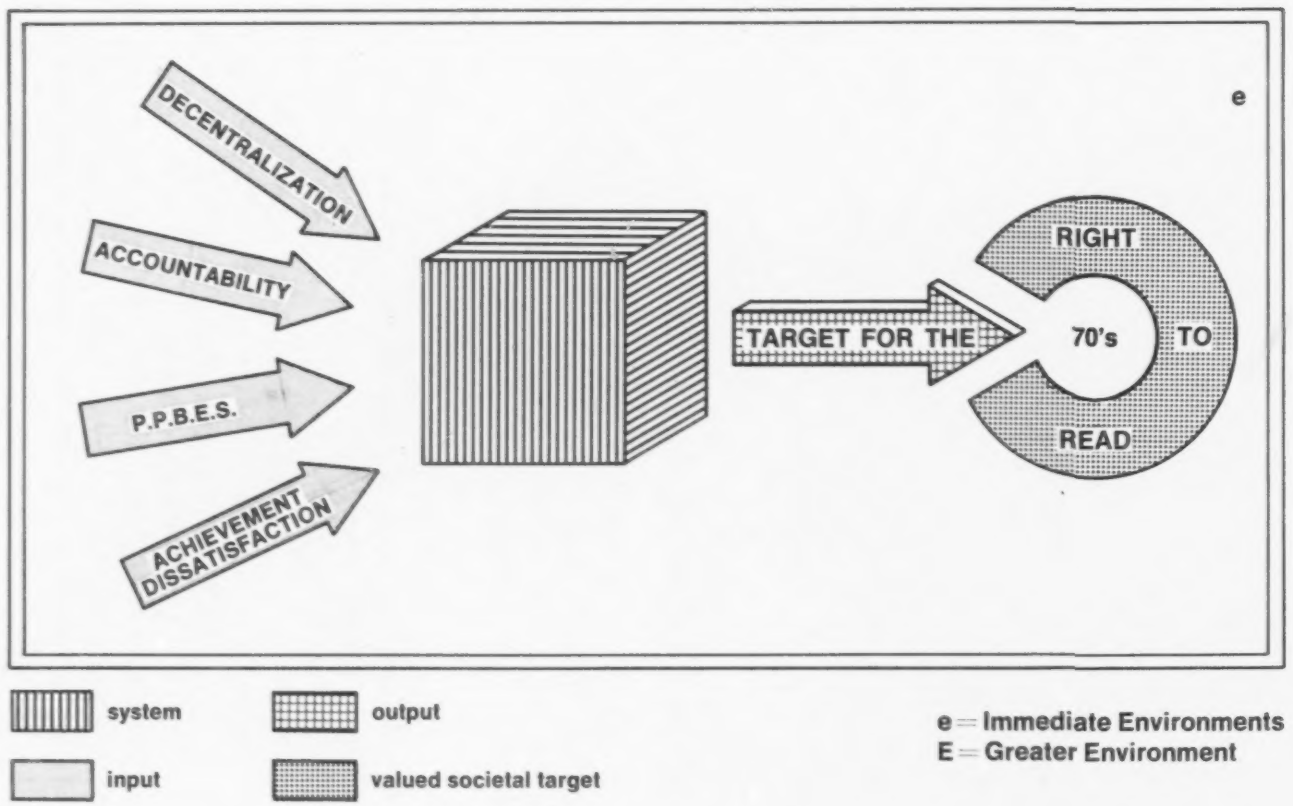
VALLEJO, CALIFORNIA

Figure 1 illustrates a simple model of a system outlined with an environment. As we examine the background of our district's performance-based project, I would like to have you consider it as the *Vallejo Public Schools.* This system is a combination of interrelated — and interacting — parts, designed to achieve a common purpose. That is, to provide its students with the *technical* and *regulatory* skills necessary for them to become productive members of society. As is the case with all "systems," the Vallejo Public Schools *system* is concerned with environments — both immediate and greater. These environments can be considered as a complex of many components which act upon the system and have an effect upon its structural, functional, or for that matter, its survival characteristics.

Historically, as *we* view the system's internal changes leading to performance-based experimentation, we believe

Figure 1. **A System Contained With An Environment.**



that it is possible to isolate *five* distinct, yet inter-related, environmental changes which brought about this transmutation. We have chosen to identify *four* of these factors as informational input, which provided the system with the essential ingredients for decision-making. In turn, we have labeled them as:

DECENTRALIZATION
ACCOUNTABILITY
P.P.B.E.S.
ACHIEVEMENT DISSATISFACTION

Decentralization

First, there is what *Stanford's* Luvern Cunningham refers to as "The Magnificent Pandora of Decentralization." This "informational input" was initially injected into our system in the form of a 1968 report by Dr. Bernard McKenna. Dr. McKenna had been commissioned by the District to make an assessment of Senior Administrative Staff arrangements, and had recommended a revision of *those* positions and *their* relationship to the district as a whole. The recommendations were adopted and the new form, or organization, was implemented in April of the same year. In the final analysis, we believe that this adoption and implementation was intended to decentralize decision-making, and to provide encouragement for field administrators to seek out ways to experiment and innovate.

Accountability

Viewed in perspective, it seems obvious that the new education "in" word — *accountability* — was closely linked with our district's concept of decentralization. Dr. John Nicoll, our City Superintendent of Schools, made this emphatically clear in a July, 1968, memorandum addressed to District Administrators. In clarifying the above-mentioned report he stated, and I quote:

> "Each principal is earnestly requested to accept the responsibilities involved in the new organizational pattern. Remember that it is intended to decentralize

decision-making as much as possible and encourages administrators to make as many decisions as feasible within their own areas of responsibility and with due regard for board policy. Central office administrators are available for advice but principals are expected to assume the responsibility and the ACCOUNTABILITY for decisions concerning their own schools."

Other voices also were providing credence to this concept. For example, there was Leon Lessinger who promoted educational accountability during his 1968–70 tenure with the U.S. Office of Education. Certainly, Wilson Riles used the term repeatedly in his campaign oratory and has continued to espouse this concept since his election.

Finally, President Nixon's March 3, 1970, Special Message on educational reform provided *executive prestige* to this concept with this statement:

> "School Administrators and school teachers alike are responsible for their performance, and it is in their interest as well as the interests of their pupils that they they be held accountable."

P.P.B.E.S.

Welcomed by some, damned by most, and ignored by many, P.P.B.E.S. became informational input some four years ago.

In 1967, the California Legislature enacted Assembly Bill 61 which authorized the Advisory Commission on School District Budgeting and Accounting. Under the direction of this Commission, a plan was prepared to implement planned, programmed budgeting throughout the State.

As early as 1967, selected Vallejo personnel were involved in systems training and, by the winter of 1970, approximately eighty teachers and administrators had received instruction in, or exposure to, this concept.

Presently, the most accurate timetable available calls for the implementation of P.P.B.E.S. in all California School Districts for the 1973–74 fiscal year.

Achievement Dissatisfaction

We have elected to classify the final element of informational input as Governing Board dissatisfaction with student reading achievement in the primary grades.

Directed to the elementary schools within the system, and perpetuated, no doubt, by evidence of national concern, this dissatisfaction peaked in the Winter of 1970 when the Governing Board was presented with a report of the 1968–69 State-mandated test results. Following the report, the Board members expressed their concern with Vallejo's low ranking and directed the *staff* to make a determination of what could be done to raise the scores on future tests. In March of the same year, Board members and the Superintendent placed further emphasis upon their expressed concern by ranking reading skills development as the school district's *Number One* goal for the 1970–71 school year.

In our opinion, the fifth and final environmental change leading to performance-based instruction can be identified as the valued societal target of the right to read.

Targets are defined by systems analysts as societal objects toward which system goals, objectives, and output should be directed; and this particular target needed minimal translation. As a matter of fact, James Allen's famous September 1969 address could not have been more explicit than when he stated:

> "We should immediately set for ourselves the *goal* of assuring that by the end of the 1970's the right to read shall be a reality for all. *That no one* shall be leaving our schools without the skill and the desire necessary to read to the full limits of his capacity."

In an age which is characterized by a perfection of means and a confusion of goals, it was refreshing to find a target that was so easily identifiable.

At this point, it is obvious from an examination of our model that those five environmental changes were well positioned around our Vallejo School System in the early days of 1970. Further, it should also be obvious that *if* the system

were to remain in harmony with its environment, it would be incumbent upon it to consider a change in the direction advocated, and likewise to produce an *OUTPUT* that would be directed to the target. Plans to initiate such internal changes took place in the Spring of the same year.

As has been previously noted, primary reading improvement was elevated to the top position in the district's priority rankings of program goals.

Additionally, Dr. Guillermo Lopez, Associate Superintendent for Instruction, and *all elementary principals* were directed to develop a plan which would include (1) specific objectives, (2) procedures, (3) a primary reading program budget for 1970–71, and (4) an evaluation component. *Two and one-half months* of broad-based participation and protracted discussion were to follow before such a plan could be formulated and presented to the Governing Board in June.

Finally, however, on the evening of June 2, 1970, Performance-Based Instruction arrived in Vallejo, California. Additionally, on that same evening, sixteen Vallejo elementary principals fell heir to an accountability expectation and all of its related administrative paranoia. However, when viewed in retrospect, it is obvious that the final plan was certainly in keeping with that informational input depicted in our model.

Additionally, it has been pleasant to discover that the district plan also encompasses what Leon Lessinger is now advocating as the *Three Basic Rights* of Modern Education. For the benefit of those who may not be familiar with Lessinger's new book, may I quickly paraphrase:

RIGHT #1

The right of each child to be taught what he needs to know in order to take a productive, rewarding part in society.

RIGHT #2

The right of the taxpayer and his elected representative to know what educational results are produced by a given expenditure.

RIGHT #3

The right of the schools to draw upon talent, enterprise and technology from all sectors of society instead of being restricted to their own overburdened resources.

PART II — Davidson Program Structure

The L. E. A., in this case, the primary staff of the John Davidson Elementary School, when confronted with a mandated verifiable performance objective, had numerous alternatives: Early retirement, change of assignment, dissent, nurturing the hope that accountability is another passing fad, or to stand up and be counted. The Davidson staff selected the latter course.

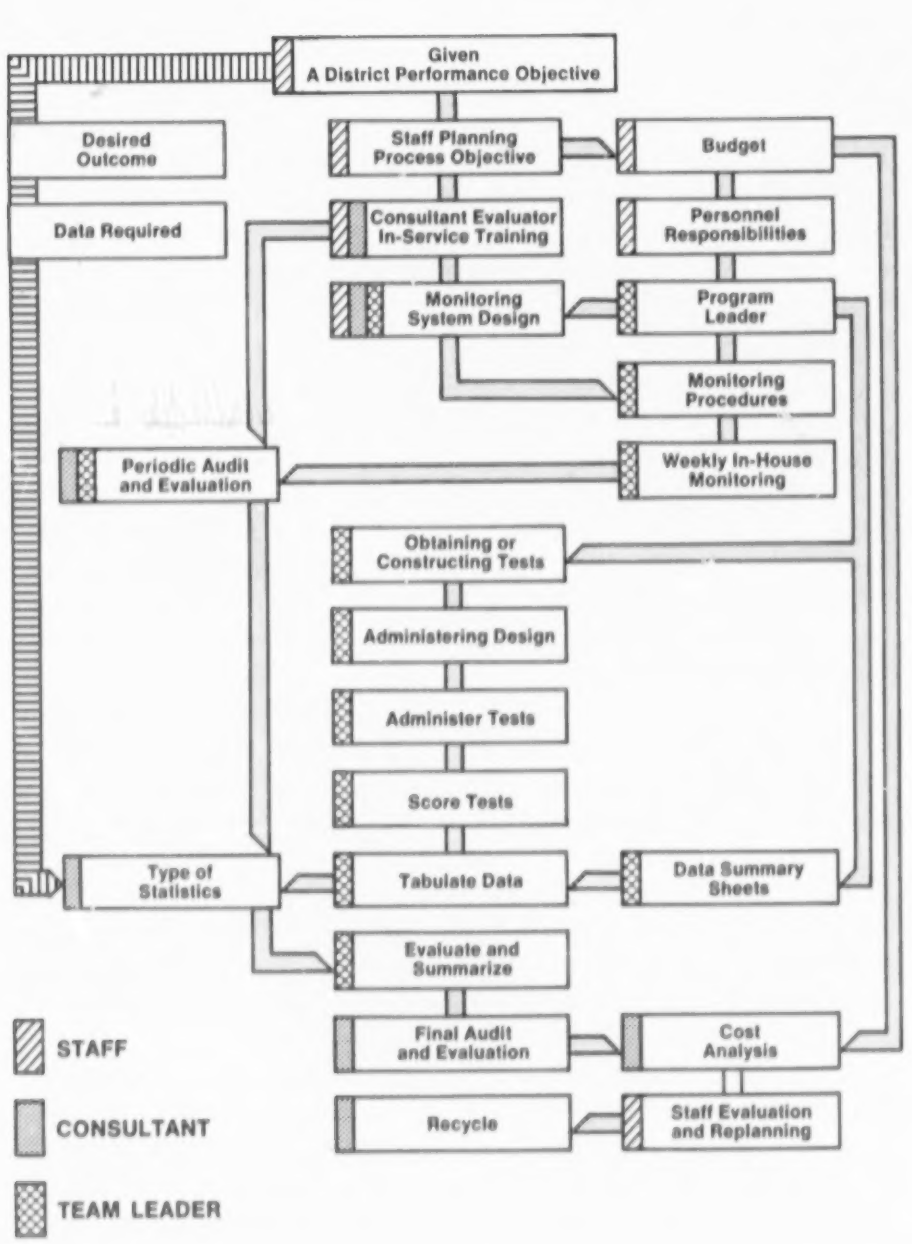
After many hours of deliberation, a decision was made and concensus attained. The members of the staff were adamant in the belief that they knew how to teach reading, but were equally certain that they lacked the expertise required to write a proposal which would specify a verifiable performance objective and the concomitant process objectives necessary to meet the demands of the district. It was with in-service education funds available that a contract was negotiated with EPIC.

The staff met with the EPIC Consultant for two days during the Summer vacation. A proposal was written and ground rules specified for an in-depth workshop to be held before the Fall school term commenced. During the forthcoming session, the staff would become involved with the process of writing verifiable student performance objectives and also develop a monitoring system (see Figure 2 for Implementation schema). The EPIC Consultant, as well as providing in-service education, also became the external evaluator of the John Davidson Primary Reading Program.

The staff, during its initial deliberations, also considered the budget and identified the need for a team leader — someone who could coordinate the program. The team leader's responsibilities were delineated in the proposal and consist in part of providing ongoing in-service education pertaining to

Figure 2.

IMPLEMENTATION SCHEMA



the program, a weekly monitoring of the program and collecting data.

During the school year, the Consultant conducted two on-site interim monitoring visits of the monitoring system and one on-site monitoring visit of the data. The final report will be presented not only to the staff but the Governing Board of the VCUSD. At this time, the John Davidson staff will be in the enviable position of determining the effectiveness of the program and recycling for the next school year.

The preceding has been an attempt to briefly portray the "WHY" and "HOW" of the John Davidson encounter with accountability. Before embarking upon a review of the monitoring system, it behooves us to ask the question "What is a monitoring system and why is it needed?"

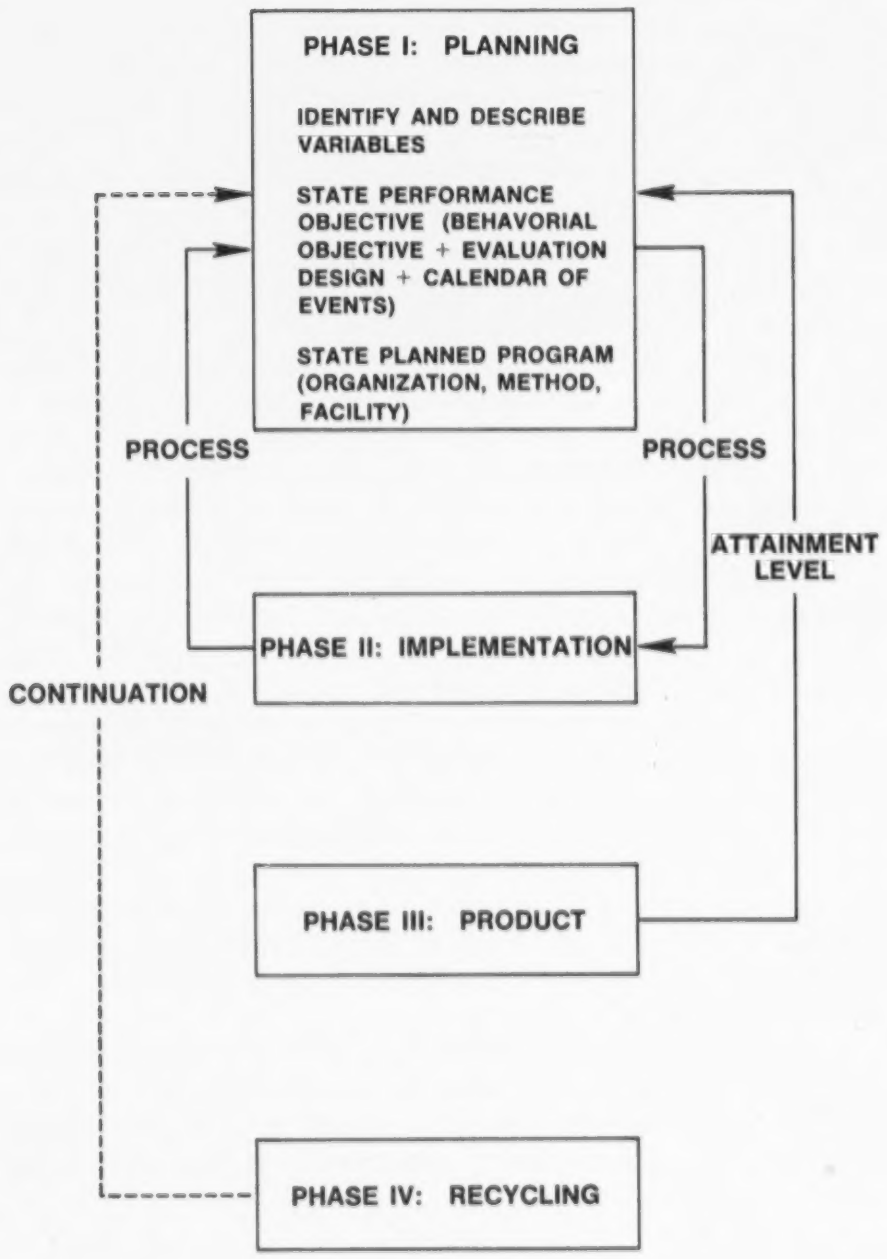
The concept of accountability demands that three conditions be met: The specification of the desired outcome, the initiation of a system of auditing and monitoring, and the filing of a public report. The monitoring system ensures that accurate conclusions may be drawn with respect to what process has resulted in the desired change in behavior or why the outcome is different from that expected. Further, a monitoring system provides information about the interim objectives of "stepping stones" which lead to the fulfillment of the final objective and suggests changes for improvement.

You may recall that in the EPIC Scheme for Evaluation, a monitoring system was specified as a component of PHASE I — The Planning Phase. The schema was designed primarily for use in the development of an education program. However, with slight modifications of the terminology in PHASE I, this schema was easily adapted to use at the classroom level (Figure 3). Basically, the modified PHASE I identifies the data which will be monitored. Phase I, the planning phase, consists of three steps.

At *Step One,* the teacher identifies and describes the variables. Basically, this consists of deciding the specific content area to be considered since the teacher presumably has made some sort of needs assessment or diagnosis of the members of the class.

Figure 3.

SCHEME FOR EVALUATION



Step Two consists of stating the verifiable student performance objective which consists of six elements: the student, content, behavior, time interval, method of measurement, and desired proficiency level.

Step Three is a statement which outlines the planned program, or process, by which the desired change in behavior is to be accomplished.

Phase II, the implementation stage, consists of placing into effect the program as detailed in Phase I. Throughout the implementation of the program, feedback is obtained which may indicate that the verifiable student performance objective or the process as stated in Phase I may, of necessity, be revised.

Phase III consists of measuring the product as specified in the verifiable student performance objective.

Phase IV, recycling, reinitiates the process by returning to Phase I where four alternatives present themselves (see Figure 4).

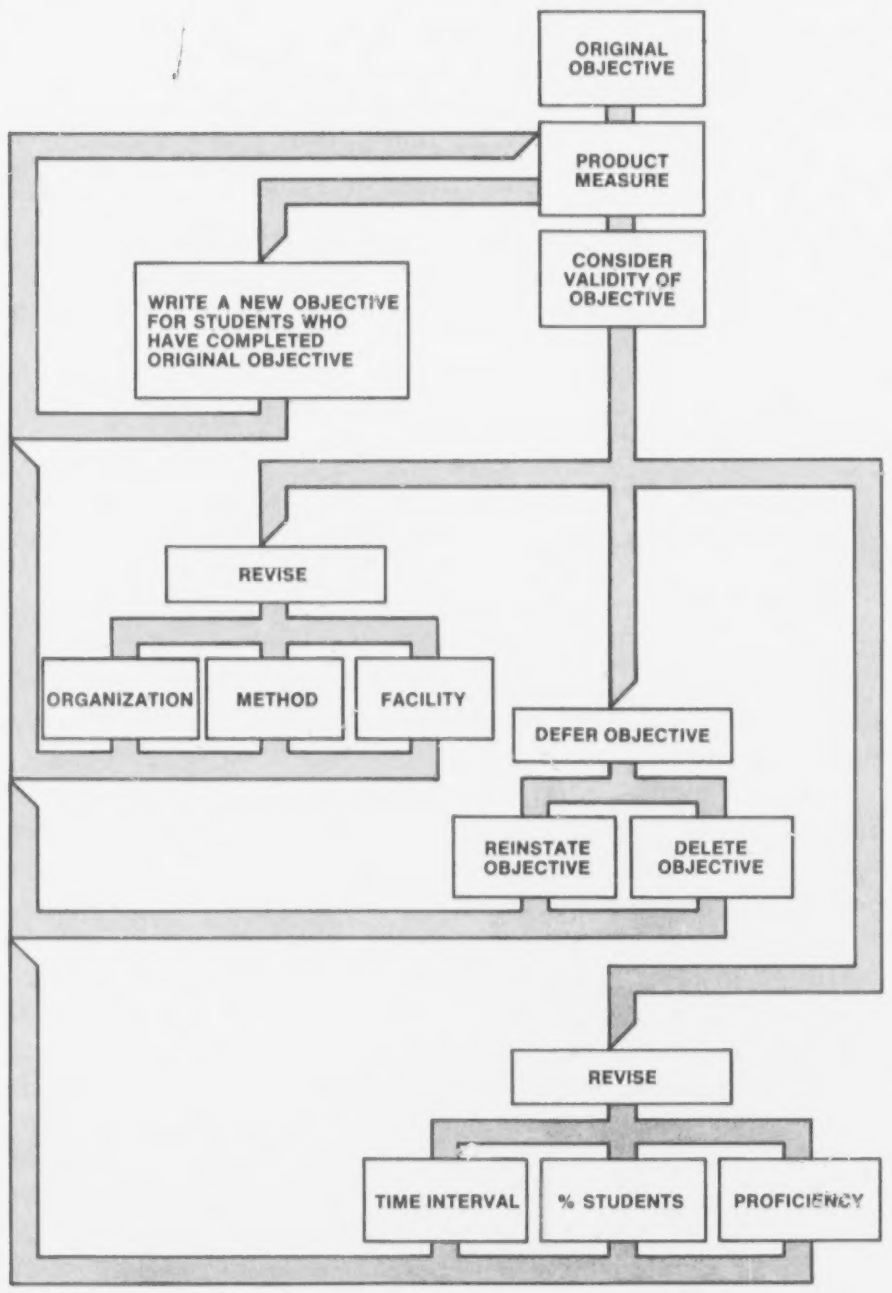
If the desired behavior as stated in the performance objective has been attained, recycling consists of stating a new performance objective; presumably with the content sequentially dependent upon that which has been previously stated.

If, on the other hand, the conditions of the objective have not been met, one must then consider the validity of the objective. The teacher may wish to merely revise the process — that is methodology or facility. Perhaps as an example, instead of using a filmstrip projector, she may wish to use an overhead projector. On the other hand, the teacher may reconsider one or more of the variables stated in the objective. Perhaps the proficiency level is unnecessarily high, the time interval too short, the number of students as stated is too large, or the students were not ready for the stated content. It must be emphasized that no one other than the classroom teacher can make a valid decision with respect to the variables of a verifiable student performance objective.

Still another possibility might be the actual deferment of the objective, either to a later date in the current school term

Figure 4.

MODEL FOR RECYCLING



or even to the next school year. The mechanical processs involved in recycling will be discussed as part of the monitoring procedures.

The monitoring system initiated at John Davidson consists of four phases:

First	A monitoring sheet is completed by each teacher on a weekly basis.
Secondly	The team leader critiques the monitoring sheets and offers suggestions and/or assistance to the teachers.
Thirdly	The monitoring sheets are logged into the file by the team's para-professional clerk where they are readily accessible to the entire staff.
Finally	The monitoring system is subject to interim audits at which time each teacher is interviewed by the auditor.

The Monitoring sheet (Figure 5) which was devised by the staff is printed on legal size paper to ensure ample space. An effort was made to keep it as simple as possible, yet provide accurate and complete data. The front of the sheet contains spaces for the identification of the sheet. Information such as the sheet number, school week, school month, grade, teacher, and date are recorded. Below this heading are lines for writing verifiable student performance objectives. Each teacher numbers his/her objectives sequentially from the beginning of the school term; therefore, the numerals on a sheet are unique — that is, they represent the objectives of a particular teacher. Where an objective is indicated by numeral only, it may be found written out in full on a prior monitoring sheet.

Notice that the objectives written out contain six variables: the student, content, time interval, behavior, method of measurement, and proficiency level. While other objectives, those stated on prior monitoring sheets, are denoted by numeral only.

The space for comments was added after the start of the school term. Teachers felt that details such as the transfer of

Figure 5.

MONITORING SHEET

JOHN DAVIDSON SCHOOL
PRIMARY READING PROGRAM

MONITORING SYSTEM

Sheet No. 15 Grade 1

School Week 16 Teacher: Smith

School Month 4 Date: 12/14-12/18

OBJECTIVES: 14 — Initial consonants

16 — Color words

19 — At the end of the 19th week of school, 22 of 28 first grade students in room 15 will demonstrate knowledge of number words (1-10) as measured on a teacher constructed test with 80% accuracy.

20 — At the end of the 22nd week of school, 20 of 28 first grade students in room 15 will demonstrate knowledge of the primer vocabulary as measured on a teacher constructed test with 75% accuracy.

21 — At the end of the 22nd week of school, 20 of 28 first grade students in room 15 will demonstrate comprehension of the primer by relating the main points of a randomly selected story to the teacher, omitting no more than one point.

COMMENTS:

MONITORING SYSTEM

Sheet No. 15
School Week 16
School Month 4
Time Interval: 12/14-12/18

Grade 1
Teacher: Smith

PLANNED PROGRAM

Instructional Variables		Instructional Variables			
		Organization	Content	Method	Facilities
	Teacher	Self-Contained 5 days No. 14, 16, 19 10/d/obj. No. 20, 21 20/d/obj.	Initial cons. color words number words primer vocab. primer comp.	T - S S - S M - S lecture discussion drill	Primer SRA word g. chalkboard flannel board work sheets O.H. proj. tests
	Administrator				
	Educational Specialist		Matt-speech 2 d, 025 m.		
	Family	Group II homework			

ACTUAL PROGRAM

Instructional Variables		Instructional Variables			
		Organization	Content	Method	Facilities
	Teacher	Same	Same	Same	Filmstrip proj. Filmstrip Initian C.
	Administrator				
	Educational Specialist				
	Family				

OBJECTIVES COMPLETED: 16 OBJECTIVES *NOT* COMPLETED: 19, 20, 21

OBJECTIVE NO. 14 REVISED: NEW NO. 14A

COMMENTS:

students or loss of time due to some special event should be recorded.

The right side of the monitoring sheet also contains space for identification. Below the heading is a space labeled "Planned Program." Observe that the horizontal dimension contains instructional variables, while the vertical dimension contains institutional variables.

The instructional dimension consists of the variables of organization, content, method, and facility. While cost is a variable of this dimension, it is not generally (at least at this time) considered at the classroom level. Organization is that variable which considers time and space with time being defined as the duration and sequence of a particular block of teaching.

Space refers to vertical or horizontal structure used in establishing the procedures by which students progress through school. Both structures permit either homogeneous or heterogeneous grouping as well as the typical organizational panaceas, departmentalization and team-teaching, and the traditional self-contained classroom. To the classroom teacher who is writing verifiable student performance objectives, it is apparent therefore that the type of organization is usually predetermined.

For the purpose of an ongoing monitoring system, it is sufficient to state under the heading of organization the type of classroom, structure, the time to be spent on each objective, and to indicate whether other personnel are to be involved.

The variable referred to as content is probably the least troublesome since it is merely a statement of what is to be taught and has been stated in the verifiable student performance objective. Briefly noted on the monitoring sheet, the content can then be related to the other elements of the instructional dimension. Some care must be exercised to state actual content rather than facility. An example may aid in clarification of this statement. If a verifiable student performance objective involves the use of the glossary, this then is considered content; while the book in which the glossary is

found is listed as a facility. Similarly, for example, the initial consonants "p, t, b, d" may be considered content, while the textbook or kit in which they are studied is listed as a facility.

Slightly more involved is the variable labeled method. Here one considers teaching activities, types of interactions, and learning theory. Teaching activities range from lecture to individual study and (while it is unlikely that more than two or three of the many choices in this category would be employed for a single objective) the typical teacher will be working on several objectives within a given subject area and therefore may be involved with numerous teaching activities which reflect his or her teaching style.

Types of interaction consist of teacher-student, student-student, media-student and, in some cases, teacher-teacher. The latter is generally considered in team-teaching or where a student or group of students becomes involved with a specialist or in a departmentalized situation. It is to be noted that the category "Teacher-Student" is used whether the class, a group, or an individual student is receiving help from the teacher.

The theories of learning are many and diverse; therefore, it would seem appropriate to suggest that we consider our students as individuals with a wide range of capacity and motivation and to plan each objective so that it is meaningful and relevant to every student. Certainly each teacher must consider his/her individual philosophy in the writing of verifiable student performance objectives.

Facilities refers to the special space, materials and equipment, and expendables required for the expected change in behavior. For the self-contained classroom this usually consists of various audio-visual equipment, reading laboratories, workbooks, ditto master, textbooks, and even the chalkboard. As discussed previously, some care must be exercised to correctly identify facilities as such and not as content.

The institutional dimension classifies people. For the purpose of monitoring, consideration is given only to those people directly involved in the process of bringing about the

desired change in the behavior of students. These may consist of the teacher, administrator, educational specialist, and the family.

The planned program being used in this example depicts a self-contained classroom, a five-day week, and specifies the number of minutes per day for each objective. The content is the same as described by the objectives on the left side of the monitoring sheet. Notice the several types of interaction and teaching methods as well as the numerous facilities. Observe also that Matt is to go to speech two days, thus involving an educational specialist. Group II has homework which involves the family.

At the conclusion of the week, Mrs. Smith has indicated that the planned program was carried out except that she decided to use a filmstrip projector and filmstrips relating to the initial consonants as indicated on the actual program.

Below the actual program are spaces to indicate the status of the verifiable student performance objectives. Mrs. Smith has indicated that objective number 16 has been completed and that objectives 19, 20, and 21 are not completed. Objectives 19, 20, and 21 will be identified on subsequent monitoring sheets by numeral only. During the time interval of the objectives, Mrs. Smith will be able to revise her program on a weekly basis if the need arises.

Objective number 14 has been revised and has been designated as objective number 14A. This notation clearly indicates that an objective has been recycled and that one or more of the six variables has been revised.

An important component of any program, the intent of which is to satisfy the needs of accountability, is an evaluation design. While the only criteria specified in the district-mandated objective consisted of a five percentile improvement in total reading scores as determined by comparing the median score at each grade level on the State-mandated tests, the Davidson staff was adverse to the concept of comparing two entirely different groups of students. That is to say, for example, this year's second grade with last year's second grade. While the Davidson program employs a rather complex evaluation design, the basic components are PRE- and POST-

testing second and third grade students. Since no acceptable pre-test was available for first grade students, there was no choice but to compare this year's first grade median scores with last year's. It should be noted that all testing was conducted in accordance with rigid procedures which included a parent-proctor in each room. All tests are scored by the team's para-professional clerk and the scoring is then validated by the Team Leader.

A further consideration has been given to student attitudes. An Attitude Opinionnaire was constructed, validated, and administered under very rigid conditions. Similarly, a parent attitude instrument has been constructed and administered.

The John Davidson Primary Reading Program represents an attempt by a staff to face up to societal demands for accountability and to paraphrase a statement from out of the past:

"WE HAVE MET THE DRAGON AND HE IS OURS"

PART III — Summary and Evaluation

IN SUMMARY, the principle consequence of the Vallejo School District's adoption of a program in Performance-Based Instruction was to re-position the responsibility for decision-making *and* reading achievement at the school level. As an extension of this concept, the Davidson Program evolved by active participation of several primary staff members who *shared the responsibility* for program design, selection of staff replacements, job assignments, direction in in-service education, and for many major operational decisions.

At Davidson School, the so-called *DECISION DOERS* came from behind their classroom doors and became *DECISION-MAKERS.* As a consequence, it is *worth noting* that the final evaluation of this program will contain (1) an analysis of reading gains by individual class, (2) an analysis of student attitudinal changes by class, and (3) an analysis of the correlation of reading achievement and attitude by class. Additionally, there will also be an analysis of a parent attitudinal summary be grade.

IN CONCLUSION

It should be stressed that any change is dependent to a large degree upon the *willingness* and *ability* of people to change their ways of doing things. Certainly, you will recall the allusion to the many hours of staff deliberation that preceded concensus.

Further, even today, there is still measurable evidence of resistance and anxiety on the part of a few. However, in the final analysis, it may be truthfully reported that the majority of the teachers involved at John Davidson School have accepted the challenge of accountability and are committed to do their part in the first order of business — that is accountability to their students and parents.

COLLEGE LEVEL, WEBER STATE COLLEGE WILKIT PROGRAM

DR. BLAINE P. PARKINSON, DIRECTOR
IPT PROGRAM, COLLEGE OF EDUCATION
WEBER STATE COLLEGE
OGDEN, UTAH

In the Fall of 1970 at Weber State College in Ogden, Utah, we initiated what we call an individualized performance-based teacher education program (IPT). The traditional lecture has disappeared from the professional education program. Teaching textbooks and testing footnotes have disappeared. Teachers are no longer in the business of entertaining students. The grading game is no longer played. The threat of failure no longer hangs over the heads of students. If a test is failed, the student merely recycles. The quality of the student-teacher contact is greatly improving and it is no longer irreverent to call a faculty member by his first name, even for the Dean.

In spite of this radical change, none of our buildings have been burned down nor have we had to defend ourselves from letters to the editor. However, we have had problems but mainly they are mechanical and can be easily resolved.

As we approached the development of our program, we knew of no teacher education program that was validated. No teacher education curriculum had been demonstrated to be any better than any other teacher education curriculum. We did not have the money to do a task analysis and build a curriculum from that vantage point. We were not certain of the best way for us to go; we did not want to start from the vantage point of the learner and then work back to teacher behavior. We simply began with our present teacher education program with its focus on teacher behavior. We changed the delivery system into an individualized performance-based format, one that had *self-correcting potential.* We developed self-instructional units which we called WILKITS, Weber Individualized Learning Kits.

The elements of a WILKIT are as follows:

1. The *title* is usually a single concept or skill.
2. The *scope* suggests to the students what will be studied.
3. Many of the WILKITS have a brief *introduction* which is a special message the faculty wants to give the student.
4. The *pre-test* is used to diagnose the student for proper placement in the WILKIT.
5. *Behavioral objectives* (which EPIC helped us develop) indicate what the student should be able to do when he has completed the WILKIT.
6. The *learning experiences* are those activities which we think will best help the student to achieve the behavioral objectives (i.e., readings, seminars, public school experiences, films, tapes, peer teaching, micro-teaching, etc.). The learning experiences are optional.
7. Each WILKIT has a *self-test* in order that the student can monitor his own progress.
8. The *final test* is designed to measure the behavioral objective, not the learning experience. If a student needs other learning experiences, he comes to the faculty or designs them himself. For a final test, we are using oral interviews, objective and essay tests, and performance checkout for demonstrations of competence or a combination of these.

The average time to complete a WILKIT is five to thirty hours, and the average credit is one-half to one credit hour per WILKIT. Registration is by blocks of WILKITS. Blocks vary in credit from one to fourteen quarter hours.

In the Secondary Education Program, there are twenty-five WILKITS. In the Elementary Education Program, there are fifty WILKITS. Students register at the regular registration time, but they can complete them any time they want to. If they want to start a block of WILKITS before registration, they may do so. They may have them completely done by the time registration rolls around. One year is allowed to complete any one block of credit.

We have developed a center which we call "Operations." In this center, students check out WILKITS, sign up for seminars, make appointments to see faculty members, arrange for peer teaching, or take a test at any time. We are trying to develop a very informal, pleasant area where students feel comfortable because this becomes a major contact with the Education Division now that no lectures exist.

With an individualized program, any one activity such as film, seminar, audio tape, video tape, peer teaching, or micro-teaching must be rotated regularly so that a student will not have to wait very long to get the activity. This puts an entirely different instructional load on the faculty. Rather than assigning load in terms of hours of credit or in terms of number of WILKITS supervised, we assign load on the basis of seminars, performance checkouts, and individual conferences. This year we have had an unrestricted schedule. A student could schedule any activity at any time of the day. He goes to Operations and requests that an activity be scheduled. Faculty have given certain times throughout the day which Operations can schedule them for. If a student and Operations set up a Seminar at a particular time, then a list is posted and any other students who wish to attend may sign up. We prefer seminars with approximately ten students. The open schedule put too heavy a demand on faculty and too many seminars were held with two or three students. We did not request students to leave time in their schedules for scheduling

activities relating to WILKITS; thus, many students found it difficult to find the time for these activities.

We now require students to schedule any block in one of three alternative hours, such as 8:00 a.m., 11:00 a.m., or 1:00 p.m. The faculty is available at those hours for small groups and individual activities, and at other hours for individual activities.

We have had two concerns with respect to our tests in WILKITS. First, we are trying to measure the behavioral objectives and not the learning experiences. This move toward criterion-referenced tests has not been easy nor have we reached the standard which we wish to achieve. Secondly, with an individualized program, we must be able to test any student at any time which is a problem in terms of security with test materials. We hired a group of instructional technology people to work with our faculty in doing a thorough revision of our tests developing several alternate forms and in validating them.

We want to evaluate the students' ability to apply the skills which are learned in the WILKITS in student teaching or in the real teaching situation. To do this, we are developing an observation instrument built on the behavioral objectives of the IPT Program. EPIC assisted in the development of this observation instrument. It will be somewhat like Roberson's* and Flander's* observation instruments, but will be unique not only in content but in format.

We cannot evaluate all of the skills of a teacher, nor are we certain what these skills are. But if we cannot teach and evaluate the performance of some teaching competencies, then we had better close shop. To facilitate evaluation and offer a more realistic opportunity to apply, we need a new type of student teaching situation. We are trying to move from theory to practice, under controlled conditions, to a realistic application experience. Most of our WILKITS have some public school exposure. For instance, we have Elementary Education students in the schools about sixty-six hours prior

*Developing Observation Skills, Educational Innovators Press, Tucson, Arizona, 1971.

to student teaching, besides this they're doing a good deal of peer teaching and microteaching. In the past students have always said, teacher education is too theoretical. Now they are saying, I see where it works. We are trying to teach them the application of theory and give them practice under a controlled environment then hold them accountable for application out in the Teaching Practicum Centers. In the past, student teaching has been too unreal. Often a student teacher has gone into the school, observed, then mimicked the teacher, sometimes he has had an opportunity to try his ideas and sometimes not. As an alternative to this, we have tried teaching internships where a student takes over a classroom at one-half salary. In this setting he does not have time to really see what is happening to him, to get feedback and really evaluate himself.

As an alternative approach we are developing teaching practicum centers. Each center will be led by a clinical teacher, who knows what our concepts are and what skills are being taught in the WILKITS. This teacher and another good professional teacher could take up to three student teachers at any one time. When those three student teachers have completed their training, three other student teachers could be phased in to take their places. The center might handle from 75 to 125 public school students. There would be adult supervision to allow much flexibility in the unit. The clinical teacher would be the team leader and would be expected to plan regularly with the group. The typical co-operating teacher does not know the college program and does not offer adequate supervision. The college supervisor often dissipates a great deal of time travelling the circuit to check on a few student teachers and very often isn't able to make adequate observations of the student teacher.

In the new approach, we maximize planning, maximize supervision, maximize feedback and maximize opportunity to teach. We can utilize the college supervisor as a consultant in the area of his specialty. He could work right with the team for a period of time.

Now, as to why we have discontinued the grading game. We agree with many that A, B, C grades are not serving educa-

tion well and have probably done a lot more harm than good. The most you can say about an A is that it is better than a B in some undefined group. An A in one group may be lower than a D in another group, we just do not know what it means. We have been in a norm reference system where we compare students with each other. Now that is essential and adequate in some types of instructional situations. To compare students with each other may be the only base that makes sense. The whole game of testing in a norm reference system is to spread people out. Most academic vice presidents send letters to faculty instructing them not to give everybody A's or to not to give everybody B's. They say "You've got to spread them out." We expect variation in achievement. We force variation in achievement. In a criterion-referenced system which we hope we are moving toward, we set a clearly-specified goal. If one meets the goal and wants to go on, let's set a new goal, let's not give him a lot of busy work to give him an A.

In the traditional system, there are certain things we hold constant. We hold instruction constant, we hold assignments constant, we hold time constant, but we vary achievement. It seems to us that it makes more sense to vary instruction, vary the assignments, vary time but hold achievement constant. How else can we have quality control and ensure excellence? Let's set the standard, hold to it, then manipulate the variables to achieve the standard. If you want kids to turn out different, you should treat them all the same. If you want them to turn out all the same, you have got to treat them differently.

One of the most successful components in our program has been the Interaction Laboratory. We knew there was some value in group work. We knew our teachers were not strong in human relations skills. Your children and my children all continually come home and tell of experiences where teachers turn them off because of poor human relation skills. We searched for a long time for a program that might get at human relations training and finally contracted with Thiokol Chemical Company of Ogden, Utah, to develop what we call an Interaction Laboratory.

It is a group experience with twenty-six 90-minute exercises. It is experiential but structured to teach essential

human relation skills. It met for one hour and a half a day for six weeks or for three hours a day for three weeks. Groups consist of about fifteen students with a trainer and a co-trainer. The trainer is a faculty member. A co-trainer is a senior student who has been through the IPT Program.

Many of the stimulus experiences are drawn from teaching. The format is as follows: A short activity is participated in like many group programs have. The bias exercise is a very interesting one. We show the group a film of an interview with a third grade girl. We give half of the group a set by telling them that the girl is the daughter of a cocktail waitress who has moved several times, a rather poor student in school, etc. For the other group, we tell them she is the daughter of a local doctor, they are fine people and that the girl is a good little student. They are asked to observe the film and make some judgments on the basis of the film. They are asked if they think she will graduate from high school or if she will relate well with adults. When we tally the results, we find half the group answering the questions one way and the other half answering the questions another way. We ask them, simply, what happened here. At the beginning of the lab they learn that we won't preach, it is up to them to find the answers. We just ask a few questions. For instance, we say "what happened." They say, "we were trapped in our bias." Then we ask, "what does this mean for a teacher?" In the group discussion that follows, students explore very thoroughly what that means for a teacher and come out of the session with some new insights.

The lab is constructed on a variety of such exercises, grouped in four basic areas: communications, group building, interpersonal, and professional skills. Students say it is the most significant experience they have had in college. It has established a new student-faculty relationship. I have always been called Dr. Parkinson. Even by students I have really helped, but now the tone of voice in which students call me Blaine rather than Dr. Parkinson tells me they are different. There is a trust and an openness here that I have never had in twenty years in teaching.

Thiokol Chemical Company unfortunately kept the copyright for the laboratory. They are now marketing it. It has

turned out to be equally effective for in-service teachers, paraprofessionals, and job corps teachers and I am certain would be useful with many other populations.

We have not been in business long enough to evaluate yet. We spent most of the first year asking students how they liked the program and what was wrong with the WILKITS. We have been amazed at how well we can respond to their critique and modify the particular objective or learning experience and students were amazed that we would do so. Student critique changes traditional courses very little. I think the difference is that now if a student says, "I don't like the WILKIT." We say "What Behavioral Objective or what learning experience are you talking about?" Then we can pinpoint the trouble.

Student responses are as follows: "Last year I took two education courses. I figured I'd sit there and do what I had to do and get a C. So I did, I got a C and learned zero." "You know this year I've *had* to learn something to pass the WILKITS and do you know what, I've really enjoyed it." "Behavioral objectives are great." "I know where I'm going and I know when I've achieved it." "For the first time in college I'm learning to take responsibility for my education." "You know I can't stand to sit through a dry lecture any more." "I've used the skills and materials in my Student Teaching."

We have mainly tried to sophisticate our procedures, learning experiences, and tests this first year. We have had enough of the above type comments by students that we feel very positive about the new program. We know we are in a completely different ball game and that the students are seeing themselves and teacher education very differently. The big task of evaluation lies ahead. We must demonstrate that they can apply the skills in the classroom. Then we must look at how well the people they teach learn.

We had a $200,000 grant with Carnegie Corporation of New York to develop the IPT Program. We are attempting to find money now for evaluation, research, and revision of the program.

We think we have a program that will be self-correcting that we can continually modify. We have got our instructors out of the notion that a particular course is theirs and it must

be a certain way. That is the first thing we tried to break down. Nobody has a claim on any part of the curriculum. If we do not like a behavioral objective of a WILKIT, we throw it out.

There is no question in my mind that the performance-based individualized approach has taken Teacher Education out of the horse and buggy stage and into the Model T stage. The Model T stage may not be much better now than the old system, but as we combine our efforts, we will soon be into the Cadillac and jet stage and may develop a true technology of teaching.

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